

BEFORE THE  
**Federal Communications Commission**

WASHINGTON, D.C. 20554

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FEDERAL COMMUNICATIONS COMMISSION  
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In the Matter of

Amendment of Part 90  
of the Commission's Rules  
Governing Extended  
Implementation Periods

)  
) PR Docket No. 92-210  
)  
)

To: The Commission

COMMENTS  
OF  
DELMARVA POWER COMPANY

Delmarva Power Company ("Delmarva"), by its attorneys and pursuant to Section 1.405(a) of the Federal Communications Commission's rules, hereby respectfully submits these Comments in response to the Commission's Notice of Proposed Rule Making ("NPRM") adopted in the above-referenced proceeding on September 9, 1992, FCC 92-429 (released October 13, 1992).

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## **I. BACKGROUND**

### **A. Statement of Identification**

1. Delmarva provides electric service to the entire 5,700 square miles of the Delaware-Maryland-Virginia, or Delmarva, Peninsula. In addition, Delmarva delivers natural gas to a 275 square mile region in northern Delaware. All told, more than three-quarters of a million people are dependent on Delmarva for the provision of electricity and/or natural gas.

2. In support of these critical activities, Delmarva relies heavily on land mobile communications. Currently, Delmarva is licensed to operate several different, land mobile systems. One is a wide-area, low band conventional system, another is a conventional, 800 MHz system which serves the northern portion of Delaware. In an effort to upgrade its communications systems to better handle emergencies and power outages, Delmarva also is in the midst of implementing a new, wide-area, trunked 800/900 MHz land mobile system to replace the low band system it is currently operating. This latter system will be implemented pursuant to a so-called "slow growth" schedule.

As a licensee of these facilities, Delmarva has a significant interest in the issues raised in the NPRM.

**B. Summary of the NPRM**

3. In the NPRM, the Commission recognizes that modifying its rules governing extended implementation schedules would well serve the public interest. By easing the regulatory burdens on applicants who require slow growth treatment, the Commission is taking a realistic view towards construction demands and, consequently, is ultimately promoting the efficient use of spectrum by facilitating the implementation of innovative and complex land mobile radio systems.

4. The NPRM proposes several changes to the existing rules: (1) to extend the slow growth period from three to five years; (2) to require more comprehensive implementation schedules, including the identification of channels to be constructed at each station; (3) to expand the slow growth rule's applicability to Specialized Mobile Radio (SMR) Category applicants with large and complex systems; (4) to further expand the eligibility for extended implementation to include any entity that may be required by law to follow a multi-year cycle for the planning, funding,

and purchasing of a proposed system; (5) and to eliminate the fleet-size requirement of eligibility for slow growth which currently precludes licensees with fewer than 200 units from the benefit of slow growth treatment.

5. Of particular interest to Delmarva, though, the Commission also proposes: (1) to clarify that Section 90.629(b) only requires slow growth licensees to load their trunked systems to 70 units per channel within the system's initial 5-year license term; and (2) to eliminate the slow growth annual reporting requirement.

## II. COMMENTS

### A. **Delmarva Strongly Encourages the Commission to Clarify Its Loading Requirements and to Ensure that Existing Licensees Can Modify Their Slow Growth Schedules to Comport with that Clarification**

6. Delmarva agrees with the proposed rule changes and supports their adoption. The plain reality is that systems as large and complex as Delmarva's require substantial time to implement. Often, it simply is impossible for a company to license its facilities, acquire and prepare sites, order equipment, install it, and complete system testing in one year or even three years.

7. Delmarva also applauds and strongly urges the Commission to follow through on its statement proposing:

to clarify Section 90.629(b) to indicate that licensees of trunked systems authorized an extended implementation period are required to load their systems to the same level (70 mobiles per channel within 5 years of authorization) as those licensees of trunked systems not authorized an extended implementation period (see § 90.631(b)). NPRM at ¶ 5.

Currently, the loading requirements for slow growth licensees are unclear. On the one hand, Section 90.631(b) clearly states that trunked system licensees must load their systems only to 70 units per channel within five years of their initial license grants. On the other hand, certain industry participants and, indeed, Commission personnel have indicated that slow growth licensees are required to fully load their systems by the end of the initial five-year license term. The confusion has resulted in disparate treatment for slow growth, trunked system licensees who have prepared implementation schedules based on the belief that they had no choice but to indicate full loading within five years.

8. To completely rectify this situation, Delmarva urges the Commission to clarify that current slow growth licensees, as well as licensees of slow growth systems authorized before the rules are revised, will be allowed to modify their mobile loading schedules to comport with the

clarified loading requirement. As the proposed rule is written, existing slow growth licensees arguably could still be required to follow their original loading schedules. Delmarva respectfully requests that the Commission clearly state that licensees of existing and pending slow growth systems will be allowed to benefit from the 70-unit per channel loading requirement. Such a further clarification would produce an equitable end to a Commission policy which has been applied unevenly.

**B. Delmarva Encourages the Commission to Continue Its Flexible Approach in Dealing with Implementation Schedules**

9. Delmarva supports the Commission's proposal to eliminate Section 90.629's annual reporting requirement. Regulations such as this are unnecessary when the Commission does not have the resources to enforce them and when less burdensome alternatives are available for addressing the same concern.

10. In eliminating the reporting requirement, Delmarva simply asks the Commission to publicly reaffirm its policy of allowing slow growth licensees to modify their implementation schedules upon submission of a proper justification. The proposed rule (properly) continues to

require licensees to abide by their implementation schedules or face potential channel cancellation. However, Delmarva is concerned that, if the proposed rule is read strictly, the new regulation could prove to be extremely more burdensome than the existing rule is in practice.

11. Under the existing rule, all slow growth licensees must set forth construction and loading milestones in their implementation schedules. The individual licensee then is required to report annually on its progress under the schedule, and if it fails to meet its schedule, it can lose channels loaded to fewer than 100 mobile units. Nonetheless, as a matter of policy, the Commission has allowed licensees to modify their implementation schedules fairly freely to account for changed circumstances.

12. This policy is the only realistic and fair approach for monitoring slow growth licensees. When an applicant submits its original implementation schedule, it makes its best estimate of the dates by which certain milestones can be met. Almost inevitably, circumstances arise during the implementation process which have a significant impact on the schedule, especially for large systems. Licensees of large systems often cannot avoid site acquisition and permitting problems, equipment delivery and

testing delays, and construction delays brought on by bad weather. Moreover, in the utility industry, delays in the budgeting and approval of capital expenditures add to the inherent uncertainty in long-term construction schedules. The existing, flexible policy accommodates these realities without subjecting slow growth licensees to the harsh penalty of channel cancellation.

13. Under the proposed rule, slow growth licensees would still have to implement their systems in accordance with their schedules, but now would be subject to Commission verification of compliance at anytime during the implementation period. Additionally, the Commission proposes to require a more comprehensive implementation schedule, asking the licensee to identify the channels to be constructed at each station at each of the indicated benchmarks. Given the threat of "random" compliance checks and the more rigorous schedule requirements, Delmarva requests that the Commission confirm that slow growth licensees will continue to be allowed to modify their schedules freely, as changing circumstances dictate. This will ultimately serve the Commission's interest in promoting spectrum efficiency, but at the same time allow slow growth licensees to avoid channel cancellation due to circumstances beyond their control.




**WHEREFORE, THE PREMISES CONSIDERED,** Delmarva Power Company respectfully requests that the Commission make the above clarifications to its proposals.

Respectfully submitted,

DELMARVA POWER COMPANY

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